

DOCUMENT RESUME

ED 053 741

LI 002 975

AUTHOR Rea, Jay W.
TITLE [California State Archives.]
PUB DATE 69
NOTE 31p.; (26 References); Papers prepared for the
Institute in Archival Librarianship, University of
Oregon, September 22, 1969 - August 14, 1970

EDRS PRICE EDRS Price MF-\$0.65 HC-\$3.29
DESCRIPTORS *Archives, *History, Information Storage, Institutes
(Training Programs), *Library Education, *Records
(Forms), Seminars, *State Government
IDENTIFIERS California, *Librarianship, University of Oregon

ABSTRACT

The first paper on the California State Archives treats the administrative status, legal basis of the archives program, and organization of the archives program. The problem areas in this States' archival program are discussed at length. The second paper gives a crude sketch of the legal and administrative history of the California State Archives, a summary of resources, and a report of the California Heritage Preservation Commission. (Other papers from this Institute are available as LI 002962 - LI 002974 and LI 002976). (Author/NH)

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[CALIFORNIA STATE ARCHIVES]

By
Jay W. Rea

Papers prepared for the Institute in Archival Librarianship,
University of Oregon, September 22, 1969 - August 14, 1970

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THE CALIFORNIA STATE ARCHIVES:

Administration, Legal Basis, Organization

Submitted by

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November 13, 1969
Seminar: Archives
Mr. Duniway

THE CALIFORNIA STATE ARCHIVES:

Administration, Legal Basis, Organization

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THE CALIFORNIA STATE ARCHIVES:

Administration, Legal Basis, Organization

I

Ernst Posner outlines a set of standards for state archival agencies.¹ The legal authority and governmental status of the archival agency is crucial to the performance of its service. Posner argues that legally the archival agency should be established "either as an independent agency or as a constituent but separate part of a parent agency," that its authority and functions should be clearly defined by law, that its scope should extend to include the records of all branches of the state government and its political subdivisions, that the agency should be responsible for both the archival and records management service of the state, and that the agency be given the power of replevin to recover public records illegally removed from official custody. In terms of status Posner argues that under any administrative structure the archives program requires sufficient executive prestige and influence to enable it to function as an independent arm of government. He suggests that the Office of Secretary of State can provide an important custodial tradition if the office has retained a position of prestige within the state hierarchy. Posner presents a short statement of standards for internal organization: "The archival agency should be organized

¹Ernst Posner, American State Archives (Chicago: University of Chicago Press, 1964), p. 351-352.

around its major programs, depending on the scope of its functions, such as preservation and administration of state archives, care of local archives, records management, administration of records centers, and various historical activities."²

In only one respect does the California State Archives meet this set of standards. The Office of Secretary of State has given the archival program what shelter and authority it has been able to achieve since the initial grant of custodial authority in the State Constitution, Article V, Section 18, and in the first law enacted in 1850. The responsibility for the records of the state of California has remained divided between several state agencies to the present day. An Organization and Cost Control survey concluded in 1961,

The State as a whole lacks a comprehensive and coordinated records disposition program. In those cases where definite progress has been made, it has been due primarily to the efforts of individual agencies. There has been a minimum of central guidance, coordination, and direction.³

In 1961 the authority and responsibility for the state's records were divided, the same report notes, between the Department of Finance, the Office of the Secretary of State, and the agencies themselves.⁴ That the pressure upon this system of records making and keeping was economic is apparent from the survey's emphasis upon budgetary savings through a paperwork control program. The confusion in division of

²Posner, p. 353.

³California. Department of Finance. Organization and Cost Control Division, A Program for Paperwork Management, Survey 1098 (Sacramento: April 1961), p. 20.

⁴Program for Paperwork Management, p. 8.

authority is noted particularly in regard to the approval procedure for the destruction of records which is delayed by the limited archival staff available to conduct its share of the review. The survey recommends distinguishing between the "actual approval" by the Department of Finance and the "review of records for archival selection" by the State Archives.⁵

The 1961 survey also noted a series of problems affecting the archival program and suggested that recommendations should be developed regarding the following:

1. Need for additional record center facilities in Sacramento, San Francisco, Los Angeles, and elsewhere.
2. Economy and desirability of continuing records center and archival services in the existing building at 1020 "O" Street in Sacramento.
3. Adequacy of existing procedures for records transfer, maintenance, and disposal at the Central Records Depository.
4. Establishment of a reporting system to measure the effectiveness of the records center program.
5. Establishment of records centers by individual agencies.
6. Program and long-range objectives of the State Archives.
7. Development of finding aids for the use of archival materials.
8. Development of criteria used in the archival selection program and a review of existing procedures.
9. Delineation of responsibilities and duties between the State Archivist and the Historian, State Archives.⁶

This list of problem areas suggests the legal and institutional ambiguities surrounding the archival program of California. Virtually every point suggests a failure of the state to commit adequate resources to provide the space and people necessary to a vital program. The complexities of internal administration are suggested by the ninth point. The State Archivist holds a position specifically designated in the California Code as the "Keeper of the Archives," a position created by statute

⁵ Program for Paperwork Management, p. 25-26.

⁶ Program for Paperwork Management, p. 26-27.

in 1889. The Historian on the other hand is a position, authorized by statute in 1948 and subsequently established under the State Personnel Board in 1954, created to provide professional supervision of the total archival program.⁷ The ambiguities in responsibilities is simply a reflection of the different legal derivations of the two positions, but its impact upon the internal organization and administration is difficult to assess.

II

The current legal basis of the California State Archives rests upon the custodial authority of the Secretary of State under Article V, Section 18, of the State Constitution and Sections 12160 and 12220-12231 of the Government Code.⁸ The Administrative Code, Title 5, Education, Article 2, Section 3019 secures the archives' authority over county and district educational records. The state's records' management program under the Department of General Services is established in the Government Code, Sections, 12260, 12262, 14740, 14745, 14746, 14755, 14760, and 14765-14768. The autonomy of the county and city officials over their records is specified in Sections 26201, 26202, 34090, and 34090.5. of the Government Code. Although adequate working authority seems to exist in these legal provisions, a review of them will indicate some potential areas of conflict in the management of the state's archives.

The Secretary of State is granted official custody of the following public records: (1) the enrolled copy of the

⁷ California. Joint Legislative Committee on Governmental Reorganization, Records Management and Administration in California State Government (Sacramento: Senate, 1955), p. 14f.

⁸ West's Annotated California Codes. Government Code (St. Paul, Minnesota: West Publishing Co., 1968),

Constitution; (2) all acts and resolutions passed by the legislature; (3) the journals of the legislature; (4) the Great Seal; (5) all books, records, deeds, parchments, maps, and papers, kept or deposited in his office pursuant to law. (Sec. 12160) Section 12221 designates the Secretary of State as "the custodian of the public archives of the state." Section 12222 specifies that "the Secretary of State shall maintain and properly equip safe and secure vaults for the preservation, indexing, and use of the archives." Section 12223 mandates the Secretary to receive "any item that is required by law to be delivered to or filed with him." These sections of the code thus specify the archives authority and legal duty to accept the items required by law to be deposited with the Secretary of State. The Keeper of the Archives is required by Section 12228 to give an "appropriate receipt for all material received." The Secretary is free to maintain an active file of any item he receives into his office (Sec. 12229).

The limited nature of this authority is underscored by the definition of "item" as including but not limited to "any paper, document, book, map, or other type of record." (Sec. 12220) At no point does the code specify the Secretary's archival authority over all public records as recommended by Posner, nor is there any provision for replevin of public records.

Items that the Secretary "deems to be of historical value" "may" be received into the archives. He must receive any items if directed to do so by the Department of General Services. (Sec. 12224) Section 12225 specifies that the Secretary "may return" any item to an agency with the approval of the Department of General Services "which he does not deem to be of historical value." Apparently the archives would not have to release from

its custody records it judged to be permanently valuable.

Section 12227 states that "the Keeper of the Archives is responsible for the preservation and indexing of material deposited in the State Archives, and shall make the material readily available for use." Section 12230, passed in 1965, seems to authorize the Secretary of State to exercise a similar responsibility in establishing a Document Preservation Shop and an Indexing Section "to facilitate the preservation and indexing of the archives."

Section 12230 also initiates the Secretary's direct responsibility for the service of the archives to the historical interests of the state by commissioning him to prepare exhibitions for display in the State Capitol Building. This commitment of the office is underscored by the consultative and advisory relationship required of the Archives with the California Heritage Preservation Commission. (Sec. 12231)

The State Archives relationship to the political subdivisions of the state is only loosely stated in Section 12226, whereby the governing bodies of counties or cities "may...direct the transfer to the Secretary of State for inclusion in the State Archives of official items it deems have historic interest or value..." Note that the local body, not the Historian, may legally decide what records are of "historic interest." The Secretary is required to furnish accurate copies of such items. The county boards of supervisors are allowed to destroy on four-fifths vote any records more than two years old which are not expressly required by law to be filed or preserved. (Sec. 26202) The city officials are somewhat more limited. Apparently an

archives minded legislator helped draft Section 34090.5 which allows the destruction of records if they are seven fiscal years old and if "such record...is not, in the opinion of the officer having custody of it, of sufficient historical, administrative, legal, fiscal, research, or other value, to justify its retention in its original form." Obviously the State Archives relationship with counties and cities rests upon a tenuous thread of public trust and cultural sensitivity to the value of local records.

The "State Records Management Act" is the most recent legislation affecting the work of the State Archives. Officially the laws remove the records management program from the Office of the Secretary of State to the Department of General Services. Although archival interests and values are protected in the law and in administrative procedures, the potential conflict of program interests is readily apparent. The Archives' lack of space may seriously affect its ability to service the increasing bulk of records, thereby putting its historically oriented program at a competitive disadvantage with the efficiency and economy oriented program of the Department of General Services.

A "record" is defined as "all papers, maps, exhibits, magnetic or paper tapes, photographic films and prints, punched cards, and other documents produced, received, owned or used by an agency, regardless of physical form or characteristic." (Sec. 14741) By implication this definition broadens that of "item" (Sec. 12220) and makes more explicit the definition of a "public" record ("produced, received, owned, or used by an agency"). Curiously enough the definition would also seem to bring the State Archives exhibit program under the jurisdiction of the Department of General Services.

The grant of authority to the director of the records management program is sweeping, "The director shall establish and administer in the executive branch of the state government a records management program, which will apply efficient and economical management methods to the creation, utilization, maintenance, retention, preservation, and disposal of state records." (Sec. 14745) Sections 14765-14767 spell out the legal provisions of the transfer of the Central Records Depository to the Department of General Services. The relationship of the archives to the new program is suggested in Section 14767 and stated negatively in Section 14755. The Record Centers are "for storage, processing, and servicing of records of state agencies pending their deposit with the Archives of the State of California or their disposition in any other manner authorized by law." No records may be destroyed without the determination of the agency head and only if the Secretary of State "has determined that the record is inappropriate for preservation in the State Archives." The tendency of these 1965 laws would seem to produce a shift in responsibility for records management, including archives, from the Secretary of State to the Department of General Services. Except for the legal requirements of the Constitution and Sections 12160 and 12220-12231 of the Government Code it is difficult to see why the archives is retained administratively under the Secretary of State.

This observation becomes even more pertinent when it is realized that the Department of General Services exercises a considerable authority over the agency heads who are directly responsible for the administration of the paperwork program. (Sec. 14750)

The control of microfilming is given directly to agency heads. (Sec. 14756) How this provision of the code will affect the microfilming program of the Archives is not clear.

H. G. Jones affirms that the legal authority of the archives is sufficient for state government records, but he recommends a general revision of the code that would bring all general laws relating to public records into one chapter. The new chapter should define public records, outline explicitly the responsibilities of the agencies of origin, the State Archives, and the State Records Service, include provisions for archival review of local records, and prohibit alienation of public records and provide for replevin for those records out of official custody.⁹ Such a recommendation, if enacted, would be a long stride toward reaching the standards established by Posner. The final administrative location of the State Archives under either the Secretary of State or the Department of General Services awaits further refinement.

III

The Jones report and Posner's article stress California's failure to underwrite the scale of program adequate to the needs of the nation's largest state.¹⁰ The overriding administrative problems aside from the complex legal and institutional basis are inadequate staffing and housing. The scale of inadequacy may be judged from Jones' recommendation that the staff be increased

⁹H. G. Jones, Report and Recommendations on the California State Archives 1966 (Sacramento: Secretary of State, 1966), p. 14-15.

¹⁰Posner, p. 53-60.

from seven to twenty, that the budget be increased from \$71,951 in 1966/67 to \$171,306 in 1967/68, and that new facilities be planned and the old facilities be substantially improved as an interim measure.

Jones states the objectives of the State Archives as follows: "The State Archives exists for the purpose of identifying public records worthy of preservation for administrative and historical reference; of acquiring those records through legal and orderly procedures; of arranging, describing, and preserving them in accordance with professional standards and techniques; of making the records available for use by government officials, attorneys, scholars, and the general public; and of disseminating information from the records and about the history of California and its subdivisions."¹¹ To these major responsibilities are attached the work of exhibition, restoration and reproduction, acquisition of papers of recent California statesmen, and the publication of documents of greatest historical significance. Jones would also see the State Archives become the "clearinghouse" for California history.

The scale of Jones' vision is an exciting backdrop for measuring the problems of current administration. The Chief of Archives (Historian) and an Archivist II are largely responsible for reviewing disposition schedules and appraising records for permanent retention. Jones recommends an Appraisal Section with a staff of three. The Historian has been primarily responsible for determining arrangement and description supported by the State Archivist and two clerks. Jones recommends a staff of five

¹¹Jones, p. 5.

archivists and three clerks for the Arrangement and Description Section. One photocopiist works in restoration and repair. Jones recommends the addition of a "document restorer." Reference service is given as time allows by both the Historian and the State Archivist. Jones recommends that two archivists and a clerk man the Reference Section. He also adds an archivist position to head a County Liason Section. By the Historian's own evaluation in 1962 performance of the archive's several functions ranged from "satisfactory" to "nothing being done."¹² It is to be hoped that the support of the California Heritage Preservation Commission will help transform these recommendations into a reality.

¹²Posner, p. 56.

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THE CALIFORNIA STATE ARCHIVES:

History and Resources

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October 28, 1969
Seminar: Archives
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THE CALIFORNIA STATE ARCHIVES

I.

Although the first legislature of the State of California established a "public archives" in the custody of the Secretary of State, the state still must face the problems of housing and staffing to bring the State Archives up to a level of operation adequate to the needs of the nation's largest state.¹ This paper will attempt only a crude sketch of the legal and administrative history of the California State Archives.

The critical theme of this one hundred nineteen year history is the lack of a clearly defined statutory control over the archives of the government of California. Such control as was exercised for the first eighty seven year rested upon a tradition of archival interest in the Secretary of State's office, upon the sporadic concern of the legislature for the security of the state's records, and upon the voluntary cooperation of many agencies of state government. Even with the records control legislation of the last thirty years, as late as 1962 only one half of the state's agencies had established effective records disposition programs that included the appraisal of records by the State Historian for deposit in the Archives.²

¹Five secondary sources serve as the basis for this sketch of the history of the State Archives: the articles by J. N. Bowman and W. N. Davis, Jr.; the relevant section in Ernst Posner's American State Archives; Records Management and Administration 1955; and the report of the California Heritage Preservation Commission.

²Ernst Posner, American State Archives (Chicago: University of Chicago Press, 1964), p. 59.

The California Heritage Preservation Commission recommended in its 1967 report the addition of staff to enable the State Archives to speed up and improve the indexing and processing of the state's records.

Fortunately the first legislature initiated an archival tradition in its first act, approved on January 5, 1850. That "Act concerning the public archives" instructed the Secretary of State to "ask and receive" the archives of the "late Secretary of State of California" and "to classify, and safely keep, and preserve the same, in his office." The Constitution of 1849 had suggested the location of the archival function under the office of the Secretary of State when it provided that the secretary "shall keep a fair record of the official acts of the legislature and executive departments of the government."³ To this date the most complete record groups in the State Archives are the official records of the Secretary of State's office -- the legislative file of official acts and bills submitted, the election series, and the corporation series. The problem with this statutory basis for the archives is the lack of a definition of "official records" and the failure to define the authority of the Secretary of State over the record making activities of the other branches of the state government.

A reading of Dr. J. N. Bowman's account of the statutory history of archival authority suggests that the "archival" interest of the early legislature was centered upon securing the records of the Spanish and Mexican periods of government, particularly the early land grant papers, and upon recording

³William N. Davis, Jr., "The California State Archives," American Archivist, 22 (April 1959), 189.

the official business of the state as registered through the office of the Secretary of State. Some arrangement of the archives up to 1860 was provided for by Chapter 194, Statutes of 1864. But it was not until 1880 that Secretary of State William C. Hendricks advanced the idea of creating a central archival agency to serve all the offices of the government.⁴ In 1889 the legislature passed "An Act to provide for fitting up in the basement of the Capitol building a moisture-proof, fire-proof, and burglar-proof vault for storage and care of the archives of the State offices, for the appointment of a Keeper of the Archives, defining his duties...."⁵ The "Keeper of the Archives" was authorized and directed "to receive from and receipt to the various departments for all books, papers, vouchers, maps, contracts and other archives of the State deposited with him" and to index and classify deposited records.⁶ The provisions of this law although applying to all state agencies were permissive and not mandatory. The vault was opened for use in 1891 and the transfer of records proceeded until the space in the original vault and a second vault was filled in 1898. A substantial body of records for the first half century were thereby preserved by the actions of the 1889 legislature. It is this accumulation of archives that is reflected in the survey made by Edwin L. Head, then "Keeper of the Archives," in 1915.⁷ After 1900 however the records of state agencies

⁴ Davis, 190.

⁵ Davis, 190.

⁶ Joint Legislative Committee on Governmental Reorganization, Records Management and Administration in California State Government (Sacramento: Senate, 1955), p. 15.

⁷ Edwin L. Head, "Report on the Archives of the State of California," Annual Report of the American Historical Association for the Year 1915 (Washington: 1917), pp. 277f.

continued to accumulate in their respective offices with little or no archival appraisal and transfer.

It was also in 1915 that the legislature established the California History Survey Commission for the purpose of surveying the local and county archives of the state. The commission was given a ten thousand dollar budget and Owen C. Coy was named secretary and archivist.⁸ The report of the commission resulted in the publication in 1919 of the Guide to the County Archives of California and an extract from this Guide that was intended to serve as a handbook for county officials, The Care and Use of the County Archives of California. In spite of this initial effort at control and preservation of local records the relationship of the State Archives to the record activities of cities and counties remained advisory and voluntary. The 1967 report of the Heritage Preservation Commission recommends the preparation of a county manual for records management and the initiation of a more systematic appraisal and preservation of county records by the State Archives in cooperation with the Conference of California Historical Societies.

The records situation existing between 1898 and 1927 has been described by Dr. Bowman,

The archives then in the custody of the secretary of state were, in addition to the ones noted above (the Mexican archives and the land grant paper from 1866 to 1871), those of his own department and of the governor's office, together with some books of record of other departments principally of the controller and the treasurer. The other departments, and the

⁸ Annual Report of the American Historical Association for the Year 1915, p. 267.

new ones as created, were in charge of their own archives, and each determined in its own way what to retain and what to destroy. By tradition, all books of record were retained, but the papers,⁹ reports, correspondence, etc., were destroyed.

A check upon this loss of state archives came only through the efforts of the Department of Finance to secure fiscal control of the state's records. Chapter 126, Statutes of 1927, provided for the approval of the Department of Finance before destruction of fiscal records thereby assuring the state of a proper audit of its accounts.

11092. Except as otherwise provided by law, the head of any state agency may, with the approval of the Department of Finance, destroy or otherwise dispose of any records of the agency after they have served their purpose and are no longer required.¹⁰

This provision of the 1927 law was re-enacted in 1939 along with a revision of the 1889 act which permitted the Secretary of State to receive in the Archives only those records judged to have "historical value." This legislation constitutes the first statutory recognition of the principle of "historical value" in the appraisal of the state's archives. Legislation in 1947 authorized the Secretary of State to provide storage for other records of limited future value in what was to become the Central Records Depository. This same legislation also authorized the Secretary of State to "contract with any qualified person for a professional survey of records in his custody, in order to establish a uniform method of filing which shall be followed by all state agencies filing records with the Secretary of State." This consultant was employed by contract in May 1948, a position filled by Dr. Bowman until it became established as the position of Historian, State Archives in 1954.

⁹ Bowman, 147.

¹⁰ Records Management and Administration, 14.

Also in 1947 the Secretary of State with the assistance of Dr. Bowman had worked out with the Department of Finance the pattern of disposition which in its essentials remains in effect today.

When an agency has a quantity of records that have served their purpose and are no longer required in the performance of duty, the agency enters on a simplified form a request for authorization to destroy these records. The request is forwarded to the Department of Finance for review by the Division of Audits and then sent on to the Secretary of State for a check by the Archives, after which the form is returned to the originating office with specific instructions entered on it....The Archives may request that some or all of the records be transferred to the Archives or held until the Historian can visit the office to screen them, or, if none of the records merit permanent retention, approve their total destruction.

The position of Historian, State Archives was made permanent in 1955 at which time Dr. William N. Davis, Jr. was appointed to the post. The transfer of the Central Records Depository to the office of the Department of General Services on January 1967 did not essentially change this procedure for records appraisal and preservation.

The California laws emphasize departmental control of their own records. Disposition plans are made in cooperation with the Department of General Services and the State Archives, but at the initiative of the agency head. Fiscal leverage is applied to the agencies to encourage the development of records inventories and disposal schedules.¹² The primary responsibility for paperwork management rests with the heads of the state agencies. The State Administrative Manual states, "The program is a cooperative one, and its success depends in part upon developing a clear

¹¹Davis, 191.

¹²"Paperwork Management 1600," State Administrative Manual. Department of Finance (Sacramento: May 1961), section 1642.1.

understanding of the responsibilities of the operating agencies, the Office of the Secretary of State, and the Department of Finance."¹³ The impact of the records management program upon the archival function has been decidedly in the direction of retarding the development of the archives into the kind of resource envisioned by its successive Historians. The Historian has had to function with decreasing staff help while the records centers have received increased attention in staff and budget. The Historian himself has had to devote the major portion of his time to reviewing disposition schedules and identifying those records to be accepted into the Archives. The major task of indexing the archives and of writing guides to provide more adequate reference service was underscored in the 1965 and 1967 reports of the Heritage Preservation Commission. Posner's observation serves to summarize the current status of the California State Archives,

While California has a strong and successful records management program, it lags behind many smaller states in providing for its archives. In regard to housing, personnel, and funds for operations, the present arrangements are entirely unworthy of the most populous state in the federal union.¹⁴

This sketch of the legal and administrative development of the California State Archives is bare bones history at best. The interests of historians in the maintenance of the Archives is apparent from the backgrounds of the men who have served as "Keeper of the Archives" and since 1948 as "Historian." An untold part of the story must be the influence of the history

¹³ State Administrative Manual, section 1610, May 1961.

¹⁴ Posner, 60.

profession and the many historical societies in generating public support for the archival program. A second facet of the history as yet untold is suggested in Bowman's article. The support of the legislature for the archives and records management programs has been based upon specific social or economic goals -- the protection of land grant claims in the nineteenth century and the efficient control of records production, storage, and disposition in the twentieth century. The proceedings of the Conference on the Utilization of Archival and Educational Resources, September 17, 1966, suggest that the ideological climate of mid-century politics is enhancing the social utility of the historical resources of the State Archives.¹⁵ A thoroughly documented social history of the State Archives might suggest new perspectives for the present development of the program.

II

Any resumé of the resources of the California State Archives must begin with the acknowledged lack of indexes, guides, and inventories.¹⁶ The 1915 inventory by Edwin Head is still the only generally available list of archival materials. The Works Project Administration completed several volumes of indexes. The card catalog of "Selected Archival Material" is at present the primary finding aid and serves as an accession index.

¹⁵ Proceedings of the Conference on the Utilization of Archival and Educational Resources, September 17, 1966. (Sacramento: Telefact Foundation, Inc., 1967).

¹⁶ Davis, 189, 191-192; Posner, 57.

Several general characteristics of the Archives' resources are noted by Dr. Davis.¹⁷ (1) The holdings of the State Archives are almost entirely confined to the records of the agencies of the state government. (2) The Archives receives primarily unpublished manuscript records. The State Library collects state publications. (3) Many if not most of the state's agencies maintain their own archives. Under the California system an agency may hold records of permanent interest indefinitely. (4) Only official acts before the legislature are filed with the Archives. No record of debates is kept, and no committee files ordinarily come to the Archives. With these qualifications in view the primary record groups in the Archives are as follows:

(1) The Secretary of State's group: (a) The legislative file contains the original statutes, the original journals, petitions to the legislature, miscellaneous papers, and all bills submitted to the desk. (b) The election series contains a master file of the returns of the State's elections from 1849 to the present. The data is broken down by precincts. (c) The corporation series contains the articles of association and incorporation.

(2) The State Supreme Court group contains case records of the San Francisco and Los Angeles court offices from 1849.

(3) The Governor's group contains executive appointment books, proclamations, pardons, reprieves, commutations and many

¹⁷For the description that follows see Davis, 192-195.

letter books from the nineteenth century governors. The papers of Governors Warren and Knight are also on deposit. The 1967 report of the Heritage Preservation Commission recommended a revision of the state code to bring the official papers of the governor's office under present disposition practices.

(4) The adjutant general's records contain much information on the Indian and military wars of the early period of state history.

(5) The Public Utilities Commission records contain much data on the transportation and hydroelectric development of the state.

(6) The social welfare record group offers documentation of the development of these services in California.

Other resources of major importance include the court records of the pioneer counties of Sacramento, Humboldt, Nevada, and San Diego counties, the public school records at the district level from 1860, the Port of San Francisco records from 1863, copies of the Spanish-Mexican land grant records, and the papers of several California congressmen.

The preservation of a significant portion of the archives of the state controller's office was a major achievement of Dr. Bowman.¹⁸ These archives consist of the original books of entry and the claims, warrants, and payrolls from 1849. The records for the years 1849-1851 were preserved intact. The records from July 1851 to July 1887 were destroyed, but by sampling techniques Dr. Bowman was able to retain valuable selections of records from 1887 to the present. These records would have been

¹⁸Bowman, 143f.

lost in the flurry of disposal activity following the 1947 Records legislation save for the prompt and judicious action of Dr. Bowman and Secretary of State Frank Jordan.

III

The California Heritage Preservation Commission was established by the legislature in 1963. Its two reports in 1965 and 1967 provide a convenient summary of the state and future direction of the Archives. In 1965 the commission made five recommendations: the installation of two display cases in the Capitol building for the display of the state's major historical documents, the installation of a document preservation shop in the State Archives, the creation of an indexing section in the Archives, a study of the need for a new Archives Building, and a legislative call upon the counties to cooperate with the State Archives and other historical bodies in the preservation of documents. The legislature funded the first and second recommendations and authorized an index staff position in the 1966-67 budget.

The 1967 report developed these recommendations further. Under the heading, "The Display of Documents," the commission recommended the installation of two large exhibit cases in the rotunda of the Capitol, the installation of a long term exhibit in the California Museum of Science and Industry in Exposition Park in Los Angeles, the development of portable exhibits for display in state buildings around the state, and the development of a mobile history unit. Clearly the commission envisioned an enlarged campaign to increase public awareness of archival resources and of the Mexican-American

heritage of the state.

The commission requested the legislature to empower it to negotiate with the Capitol Building and Planning Commission to determine the location and specifications for a new State Archives Building. The problem of guides and indexing received renewed emphasis in the request for the release of the suspended 1966-67 budgetary authorization for the position of Archivist I. Further the commission requested authorization for additional staff to permit the maintenance of an adequate indexing program.

On the problem of county records the commission made four recommendations. First, they urged that the County Supervisors Association request all county boards and other officers to notify the State Archives prior to the proposed disposition of county records dated prior to 1900. Second, they asked for the production of a county records manual with retention schedules for state-wide application. Third, they urged coordination of all public and private programs engaged in collecting county records. Finally, the commission asked that the State Archives be authorized and staffed to study the problems of county records, to develop a screening program, and to determine the places of deposit which would assure the maximum research utilization.

The final recommendation was to amend Section 14755 of the Government Code to bring the records of the Governor's office within the provisions of the law. Behind this recommendation lay the loss of many valuable papers from Governor Brown's administration through the transfer of his papers to the Bancroft Library. This last recommendation simply underscores the limitations of authority under which the program of the State Archives has had to operate since its birth in 1850.

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